

Services Acquisition FIPT

6 December 2016

Attendees:

- Brennan, Ken, OUSD(AT&L)/DPAP Services Acquisition (SA FIPT Functional Leader)
- Sweeney, Scott, OUSD(AT&L)/DPAP Services Acquisition (SA FIPT Executive Secretary)
- Andrews, Nancy, Air Force PEO/CM and SSM
- Banks, Roxanne, DLA SSM
- Brisbon, H. Katrina, DISA SSM (via phone)
- Clarke, Robert, Air Force Deputy PEO/CM
- Trigg, Michelle, Air Force Deputy DACM
- Taylor, Sherry, Army OSSM
- Whitfield, Giselle, Army DACM Office
- Dunbar, Natalie, ASN RDA (via phone)
- Ferreira, Roger, ASN RDA DASN(AP)
- Colvill, Al, DLA
- Bolluyt, Robert, DHA
- Knight, Diane, MDA (via phone)
- Long, Leroy, DISA PLD (via phone)
- Floyd, Larry, DAU (via phone)
- Pilling, Randy, DAU (via phone)
- Polite, Adam, HCI (via phone) (CTR)
- Middleton, Anita, OUSD(AT&L)/DPAP Services Acquisition
- Roder, Nicholas, OUSD(AT&L)/DPAP Services Acquisition
- Weinstein, Danny, OUSD(AT&L)/DPAP Services Acquisition (CTR)
- Chevalier, Ryan, OUSD(AT&L)/DPAP Services Acquisition (CTR)

I. Opening Remarks

- a. Mr Brennan began the meeting with a discussion of how services acquisition may be impacted by the FY17 National Defense Authorization Act (NDAA), the text of which is accessible at <http://docs.house.gov/billsthisweek/20161128/CRPT-114HRPT-S2943.pdf>.
- b. Four NDAA sections were identified as being of particular relevance to services:
 - i. *Section 803*: Modernization of services acquisition. (This includes review/revision of the DoDI 5000.74 and identification of training and professional development opportunities for those in DoD who are engaged in services acquisition.)
 - ii. *Section 825*: Exception to requirement to include cost or price to the Government as a factor in the evaluation of proposals for certain multiple-award task or delivery order contracts.
 - iii. *Section 876*: Preference for commercial services.
 - iv. *Section 886*: Review and report on indefinite delivery contracts (IDIQs).

- c. In general, DPAP does not anticipate major changes in direction with respect to services acquisition as a result of the NDAA, but there may be some additional reporting requirements stemming from NDAA provisions.
- d. The NDAA does propose a partial reorganization of AT&L—most notably, splitting ASD (Research & Engineering) from the rest of AT&L. At this time, the impact on services is expected to be minimal.
- e. DPAP is currently drafting a variety of issue papers in advance of the Administration transition.

II. ACQ 255, Services Acquisition Management Tools

- a. The FIPT discussed the recommendation that the ACQ 255, Services Acquisition Management Tools, which is under development by DAU, be moved from being required for Functional Service Manager (FSM) Level III to FSM Level II.
- b. ACQ 255 will be the capstone course for services training and is based on PMT 251, Program Management Tools. It will focus on the practical application of various services acquisition tools, such as Integrated Process Team (IPT) performance and schedule analysis and less on Earned Value Management (EVM).
- c. ACQ 255 is expected to hold its student pilot in October 2017 and to be deployed in December 2017.
- d. ACQ 255 is currently estimated at 24 hours (online)—less total time than PMT 251, although PMT 251 is split into two courses. However, ACQ 255 will be divided into modules, such that the student may complete the course module by module within a window of up to 60 days from start to finish.
- e. The FIPT discussed how a course could be made mandatory for FSMs when there are so many workforce members who cycle into and out of the services acquisition community on a regular basis. Mr Brennan recommended, in the near term, that ACQ 255 be officially designated *recommended*, rather than *mandatory*, training. At the MILDEP level, Senior Services Managers may implement the course as they see fit for their own Components. (The 4th Estate will still need to go through OSD when implementing the course for their Components.) Ms Trigg suggested that, if the training is seen as invaluable to students, it will likely be well-attended even if it is not mandatory.
- f. The FIPT also discussed why the core training curriculum continues to be labeled *notional*. It was recommended that the curriculum no longer be caveated as *notional* but that courses still in development continue to be labeled as such. It was also recommended that the labels on the dollar-value ranges for acquisitions at levels I, II, and III be changed from *required* to *recommended*.

III. ACQ 265, Mission-Focused Services Acquisition

- a. The FIPT discussed the recommendation that the prerequisite for ACQ 265, Mission Focused Services Acquisition, be changed from CLC 013, Services Acquisition, to ACQ 165, Defense Acquisition of Services, which was launched earlier in 2016. CLC 013 is a three-hour online course, while ACQ 165 is an eight-hour online course.
- b. The FIPT will request concurrence from the Contracting FIPT (CON FIPT) and from the Life Cycle Logistics FIPT (LOG FIPT).

- IV. Acquisition Leadership Development Workshop (ALDW) for Services Acquisition
- a. Starting in FY18, DPAP SA intends to replace the training conferences at Leesburg/Southbridge with ALDWs, sponsored by DAU and held at DAU regional campuses based on student demand. (NOTE: In FY17, DAU will facilitate case studies at the Leesburg training conferences.)
 - b. Participation in an ALDW is expected to become an FSM Level III requirement.
 - c. ALDWs will serve as a placeholder for an FSM capstone course, which would be developed sometime in the 2020 timeframe.
 - d. The format of an ALDW will be seminar-like, with a combination of formal presentations, research, and assigned readings followed by discussions. There will be a focus on methodology and resolving practical problems.
 - e. The curriculum of ALDWs is expected to be flexible and will evolve over time based on student needs. The FIPT will review learning objectives and competencies on an annual basis.
 - f. It was discussed that one of the most important benefits of the Southbridge workshop (which is expected to continue at the Leesburg workshop) is that they brought together SSMs from across the DoD. Because of the smaller size of ALDWs, this will be less likely to be the case in FY18 and beyond. Nonetheless, to the extent possible, ALDWs will continue to strive for attendance by both requirements owners and acquisition/contracting personnel.
- V. Independent Government Cost Estimate (IGCE) for Services Acquisition
- a. Although cost and IGCEs are mentioned several times in the DoDI 5000.74, there is very little information about IGCEs in the Defense Acquisition Guide (DAG), and—other than ACQ 265, Mission-Focused Services Acquisition—there is little content on IGCEs in the current services acquisition curriculum. One result is that requirements packages for services often have their acceptance and approval delayed because of an inability to justify IGCEs. Intermediate-level cost estimation techniques for major systems are discussed in Lesson 4 of PMT 251, the basis for ACQ 255.
 - b. DPAP has engaged a contractor to inventory all current DAU and Federal Acquisition Institute (FAI) courses that include instruction on fundamental cost estimation. The inventory will include the Acquisition Requirements Roadmap Tool (ARRT) Cost Estimation application and any IGCE-related information in the FAR and the DFARS.
 - c. The result of this effort will be content for a guide to IGCEs for Services Acquisition (Fundamentals) and training content for future training. The content will heavily emphasize cost estimation over price estimation.
 - d. At the 20–23 Mar 2017 Leesburg training conference, the contractor creating this inventory will provide an overview of the effort for all attendees. There will also be two breakout sessions. The first will be a small group of cost-estimating SMEs, who will discuss the competencies that are needed. The second will be a group who has never before been involved in the preparation of an IGCE; they will discuss what they believe they need to know about cost estimating. If DPAP is having trouble assembling the focus groups from among intended conference attendees, particularly the group who has no cost-estimating experience, DPAP will look to other members of the workforce who are not attending the conference (because Leesburg is within easy travel distance for those based at the Pentagon and nearby installations).

- VI. Recommendations on Service Acquisition Workshops (SAWs)
- a. The FIPT discussed the recommendation that the SAW program be expanded starting in FY18.
 - b. DPAP considers the SAW program to have been extremely successful over the past five years. SAWs and other types of DAU mission assistance have proven to be customizable, adaptive to a wide variety of customers and requirements, and able to be held at any step in the seven-step service acquisition process, including when the award is being made (at which time the SAW can provide guidance on matters such as establishing performance metrics, surveillance techniques, or other post-award mission assistance).
 - c. The proposed SAW expansion would require multiple engagements for an acquisition valued at \$1B or above, would require a single engagement for an acquisition valued between \$500M and \$1B (with multiple engagements preferred), and would encourage a single engagement for an acquisition valued between \$50M and \$500M. (It was noted that Army has already lowered its threshold for SAWs to a level more stringent than that proposed here, so this proposal would effectively apply only to the other MILDEPs and to the 4th Estate. Army requires SAWs for acquisitions valued at \$250M and above, with SAWs highly recommended for acquisitions below the threshold.)
 - d. The FIPT discussed whether the need for a SAW should be based on the dollar value of the acquisition or on the needs of the acquisition team. It was noted that, regardless of dollar value of the acquisition, a team with particularly complex requirements or special needs can always ask for as many SAW engagements as needed during the initial request or Step 0 of the process.

- VII. SA FIPT Special Session with SSMs
- a. Following the initial special session on 22 Sep 2016 (which featured SSM briefings by MDA, USSOCOM, and DHA), a second session will be held on 15 Mar 2017.
 - b. This session will include SSM briefings by Army, Navy, Air Force, DLA, and DISA.
 - c. Briefings should focus on challenges experienced and best practices observed in each Component's management of services acquisition.
 - d. Mr Brennan reminded the FIPT that, by 15 Mar, we will have had a new Administration for nearly two months, and several DoD senior leadership nominees will have likely been named (and possibly even confirmed and seated) by then.

- VIII. Key Upcoming Dates
- a. 14 Feb 2017: SA FIPT Working Group Meeting
 - b. 15 Mar 2017: SA FIPT Special Session with SSMs (briefings from Army, Navy, Air Force, DLA, DISA)
 - c. 20–23 Mar 2017: SA Training Conference, Leesburg, VA
 - d. 4 May 2017: SA FIPT Working Group Meeting
 - e. 1 Jun 2017: SA FIPT Meeting
 - f. 12–15 Jun 2017: SA Training Conference, Leesburg, VA
 - g. Aug 2017 (date TBD): SA FIPT Working Group Meeting
 - h. 21–24 Aug 2017: SA Training Conference, Leesburg, VA
 - i. Sep 2017 (date TBD): SA FIPT Special Session with SSMs